

TOWN OF HERNDON, VIRGINIA

STAFF REPORT

February 16, 2010

Title:

Resolutions - Dulles East: (1) Town Position on Fairfax County Area Plan Nominations (2) Expression of Appreciation to the Dranesville District Area Plan Review Task Force

Staff Contact:

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Proposal:

As part of interjurisdictional communication and coordination, the Town Council is requested to consider a resolution expressing its position with regard to a proposed amendment to the Fairfax County comprehensive plan for land west of Herndon and north of the Route 28 metro rail station. As a related action, the Council also is requested to consider a resolution expressing its appreciation for the work of the Dranesville District Area Plan Review Task Force.

Fiscal Impact:

No fiscal impact is associated with adopting either of the attached draft resolutions.

Alternatives:

1. Approve one or both resolutions as presented;
2. Amend one of both resolutions;
3. Reschedule or table one or both resolutions.

Staff Recommendation:

The staff recommends that the Town Council approve the resolutions as presented.

Issues and Staff Comments:

Should the Town Council (a) forward comments about the comprehensive plan amendment for APR#08-III-7UP; APR#08-III-11UP; APR#08-III-12UP (for the Dulles World Center, Center for Innovative Technology, and Dulles Metro LLC, respectively) to

the Fairfax County Planning Commission and Board of Supervisors and (b) express appreciation for the work of the Dranesville District Area Plan Review Task Force?

The Dranesville District Area Plan Review Task Force completed its review of proposed amendments to the Fairfax County Comprehensive Plan for land north of the Route 28 metro rail station. At the work session of February 16, 2010, members of the Fairfax County Planning and Zoning staff will make a presentation about the resulting proposed comprehensive plan amendment. John Ulfelder, Chairman of the Dranesville District Area Plan Review Task Force is also anticipated to attend the work session. The Fairfax County staff report, Fairfax County staff recommendation, and Task Force recommendation may be viewed on the Fairfax County website at http://www.fairfaxcounty.gov/dpz/apr/2008northcounty/finalstaffreports/7up_11up_12up.pdf.

Schedule for Dranesville District Area Plan Review Nominations
(Proposed Amendment to the Fairfax County Comprehensive Plan)

December 14, 2009	Last Fairfax County Task Force meeting with recommendation
February 16, 2010	Presentation of Fairfax County task force recommendation and Fairfax County staff recommendation to Herndon Town Council
February 23, 2010	Opportunity for Town Council to take position for Fairfax County Planning Commission and Board of Supervisors
February 25, 2010	Fairfax County Planning Commission public hearing
March 3 or 4, 2010	Possible Fairfax County Planning Commission action
March 23, 2010	Possible Fairfax County Board of Supervisors public hearing and decision

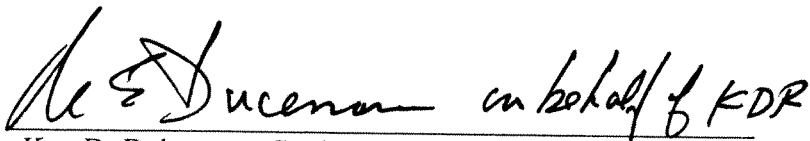
The Town has been consistent in expressing concerns about the development proposals that would be enabled by the proposed plan text in the Fairfax County comprehensive plan. The Dranesville District APR Task Force was very considerate of the Town's concerns in drafting the proposed text which was further strengthened upon review and amendment by the Fairfax County staff. Those issues include transportation impact, road capacity, parks and recreation services, emergency services, and connectivity among other things. The proposed text seeks to enable development before complete resolution of those matters, in part due to the need for timely design of the Route 28 metro rail station. As noted in the Fairfax County staff report, "consideration of the Plan amendment by March 2010 is integral to informing the schedule for preliminary engineering of the station location." An impressive part of the Task Force outcomes are the "follow-on recommendations" (addressed in the resolution in Attachment A.)

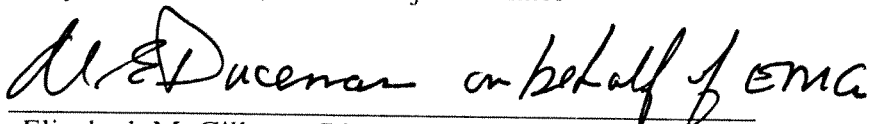
An underlying theme in the town's concerns expressed over the past year is that many issues should be resolved before development is allowed to occur. While the town staff is impressed and appreciative of the "follow-on recommendations" of the Task Force as amended by the Fairfax County staff, the Town staff offers some potential text amendments to further strengthen the appearance of resolve by Fairfax County to address transportation, recreation, and connectivity sooner rather than later. The amendments offered by the Town staff are reflected in the resolution in Attachment A.

Attached Documents:

- A. Resolution - Town of Herndon review of comprehensive plan amendments in Fairfax County
- B. Table and Diagram showing existing comprehensive plan intensity, nominated intensity, and Fairfax County Task Force - recommended intensity

Staff:


Kay D. Robertson, Senior Project Planner


Elizabeth M. Gilleran, Director
Department of Community Development

TOWN OF HERNDON, VIRGINIA

RESOLUTION

February 23, 2010

Resolution – Town of Herndon review of comprehensive plan amendments in Fairfax County nominated through APR#08-III-7UP; APR#08-III-11UP; APR#08-III-12UP (for the Dulles World Center, Center for Innovative Technology, and Dulles Metro LLC, respectively).

Whereas the Town Council recognizes the following:

1. There is great potential for high quality transit oriented development at a regional scale in the areas located northeast of Dulles Airport and to the south and west of the Town of Herndon boundaries. The area includes the vicinity of the Dulles Toll Road, Route 28, Route 606, the Center for Innovative Technology, the Route 28 metro rail station and the Fairfax County, Loudoun County and Town of Herndon shared boundaries.
2. Within these unincorporated areas that span county boundaries, there is a need to coordinate development plans between specific sites, with current and future development plans north and south of the sites and with all affected jurisdictions.
3. Within these areas there is a need for effective coordination and regional planning for public facilities and services, including but not limited to, fire and rescue services, transportation facilities, and parks and recreation facilities.
4. The governing bodies of Loudoun County, Fairfax County and the Town of Herndon over the past year sponsored a committee of elected officials and staff from the affected jurisdictions to address planning issues of a regional scale development in the area described above. As part of that effort, several tasks related to transportation were initiated and are incomplete at this writing.
5. Fairfax County over the past year sponsored a task force to review the Dranesville District Area Plan Review nominations (Dranesville District APR Task Force), and focused special attention on nominations north of the Route 28 metro rail station.

BE IT RESOLVED by the Town Council for the Town of Herndon, Virginia that:

1. The Town Council requests consideration of text changes, attached to this resolution and incorporated by reference, to the comprehensive plan amendment as proposed by the Fairfax County staff and the Dranesville District APR Task Force.
2. Since some of the changes requested by the Town Council would involve other sections of the Fairfax County comprehensive plan, the Town Council requests that (i) the draft plan

text be deferred until those changes are ready to be approved concurrently with the draft plan text; or (ii) the amendments in other sections of the comprehensive plan be initiated at the same time the subject plan amendment is adopted, with completion in less than two years from the time of adoption of the subject plan amendment.

3. The Town Council urges Fairfax County and Loudoun County to continue to share information on development proposals in these important areas of concern and to work cooperatively to integrate major new developments with existing development in surrounding areas, regardless of the jurisdictional boundaries.
4. This resolution shall be effective on and after the date of adoption.

Proposed Text for the Fairfax County Comprehensive Plan, Area III,
Upper Potomac Planning District

Changes Requested by the Town Council of the Town of Herndon
(shown in underlined text)
February 23, 2010

Page numbers refer to the Fairfax County Staff Report for the 2008-2009 Area Plan Review published February 2, 2010.

- A. **Town request:** add more detailed information and guidance in the Fairfax County comprehensive plan (perhaps the trails plan map or other appropriate location) about pedestrian and bicycle linkages mentioned in the draft text. Meanwhile, amend the draft text on **page 26** to read:

- *"Create functional, well coordinated, visually appealing roads, paths and trails that provide linkages within the Transit Station Area and to adjacent residential areas within Fairfax County, Loudoun County, and the Town of Herndon. Section [] of the comprehensive plan shows typical sections and detailed locations for pedestrian and bicycle links from the 'Land Units for Area in the Vicinity of the Center for Innovative Technology' to areas beyond."*

- B. **Town request:** acknowledge that the TOD area is accessed only through Loudoun County or Herndon and that Loudoun County is a decision maker in the transportation improvements needed to accommodate any TOD proposals. Amend the draft text on **page 33** to read:

Planned Roadway Improvements

The planned roadway improvements in and around the Rt. 28/CIT Transit Station Area should be completed as needed to support development. Within the Rt. 28/CIT Transit Station Area, a grid system of streets should be designed and constructed to provide internal connectivity and link to areas beyond.

Critical improvements to mitigate the impacts of traffic on transportation facilities providing access to and from the Transit Station Area span the Fairfax County - Loudoun County border are also critical and should be evaluated and achieved to support development. Specifically, at least four cumulative lanes will be needed north to Route 606, and at least six cumulative lanes will be needed from the Transit Station Area west toward the Route 28/Innovation Avenue interchange. Improvements needed are within Fairfax County, Loudoun County and the Town of Herndon. Before developments are approved using the additional capacity needed, the new streets must be adopted as part of the transportation plan of the affected governing body.

These improvements are necessary to ensure the continued functioning of the road network in the vicinity of the transit station area. The width, alignment and location of roads constructed

to fulfil this requirement should complement the planned non-SOV¹-oriented character. Additional guidance about these major improvements is detailed next:

- North-South Road(s) (*Davis Drive Extended* ~~Rock Hill Road~~) This road will serve as a major entrance to the area for traffic arriving from the east and west. ~~The relocation of the road should be studied and, if appropriate, be relocated to the west.~~ The new road improvements should include construction of at least a four-lane road or the construction of at least two (2) two-lane roads to link the Rt. 28/CIT area with Route 606. A feature to be considered is signalization to balance vehicular and pedestrian flows. In addition, pedestrian and bicycle safety and connectivity enhancements should be addressed utilizing best practice urban design guidelines such as narrowed travel lanes, the addition of bike lanes and providing at grade pedestrian crossings.
- East-West Road(s) (Innovation Avenue connections) – This road will serve as a primary route for traffic arriving from Route 28 to the west as well as *Davis Drive Extended* ~~Rock Hill Road~~ to the north. Six lanes are needed to support the transit station area. The lanes should be configured to create a non-SOV-oriented environment, and divided into smaller roads, with at least two connection points on the west side of the transit station area. A feature to be considered is signalization to balance vehicular and pedestrian flows. In addition, pedestrian and bicycle safety and connectivity enhancements should be addressed through applying urban design guidelines such as narrowed travel lanes, the addition of bike lanes and providing at-grade pedestrian crossings.

[continued, next page. . .]

¹ SOV: single occupant vehicle

Task Force

North-South Connector Bridge - Right-of-way and apportioned costs for construction should be reserved until the engineering study and a new alignment is completed, or a determination is made that the bridge is not needed. Such right-of-way should be positioned to avoid the core TOD areas and be coordinated with adjacent development areas so that all multi-modal connections are maintained. Other transportation improvements should be re-evaluated if this bridge is implemented as it may impact transit studies and trip estimates.

Staff Alternative

North-South Connector Bridge – Land for right-of-way should be preserved and contributions for construction should be apportioned until a new alignment is adopted, or a determination is made that the bridge is not needed. Such right-of-way should be positioned to avoid the core TOD areas and be coordinated with adjacent development areas so that all multi-modal connections are maintained. Other transportation improvements should be re-evaluated if this bridge is implemented as it may impact transit studies and trip estimates.

Rationale

This is clarification that ROW should be preserved until adoption of a new recommendation about the bridge.

Town of Herndon

North-South Connector Bridge: Once a right-of-way location has been approved by Fairfax County, Loudoun County, and the Virginia Department of Transportation, development along the right-of-way may be considered if the approved right-of-way location is preserved and contributions for construction are apportioned.

Task Force

East-West Connector Parallel to the Toll Road – Right-of-way should be reserved for multi-modal connections between the existing stable neighborhoods and for a road from the Centreville Road / Elden Street corridor to the TOD development area.

Staff Alternative

East-West Connector Parallel to the Toll Road – Right-of-way should be preserved for multi-modal connections from the Centreville Road / Elden Street corridor to the TOD development area.

Rationale

Clarification.

Town of Herndon

East-West Connector Parallel to the Toll Road - Right-of-way should be incorporated into the existing Toll Road right-of-way to accommodate a multi-modal connection from the Centreville Road/Elden Street corridor to the TOD development area.

Traffic Level of Service

Applicants requesting consideration of the rail-oriented options, which allows the highest intensities of the optional recommendations, should demonstrate that the transportation system is kept in balance throughout the phasing of development. Consistent with adopted policy on Transit Oriented Development (TOD), a lower level may be acceptable within this TOD area, while there should be no degradation of level of service outside the immediate TOD area. This performance-based approach requires applicants to provide improvements or other guarantees to maintain certain performance levels. These levels would be measured by levels of service or critical movement volumes or other measures as deemed appropriate by the Fairfax County Department of Transportation. Projects may be phased to coincide with the achievement of specific non-SOV (single occupancy vehicle) mode split or trip reduction objectives.

Remedies should be considered at locations where an acceptable level of service cannot be attained or maintained within the TOD area, as described below.

- C. **Town request:** Acknowledge the authority of other governing bodies over transportation improvements upon which development phasing may be based. Moderate reliance in trip reductions assumed through any transportation demand management program. Amend the draft text on **page 38** to read:

Phasing and Monitoring

Although phasing of the ultimate development should be flexible, in addition to improvements to Innovation Avenue and Davis Drive ~~Rock Hill Road~~ a grid of local streets should be established in the initial phase of each development. The design should create a dynamic streetscape and promote pedestrian safety and activity. The initial phase should begin to substantially create multi-modal and pedestrian connections to the metro station landing. Establishing this grid pattern in the early phases of redevelopment should establish the identity of the place as a walkable, pedestrian-scaled, mixed-use area.

To ensure the transportation impacts of proposed development are fully addressed, the satisfactory preparation of an overall transportation study by the developer as part of a rezoning application is required. The study should demonstrate that impacts to traffic could be mitigated by phasing development in such a way that effective transportation improvements will be approved and funded including TDM measures, Metro rail service and road improvements before proceeding with proposed development. The study should include alignment and phasing of an internal circulation system and submission of detailed transportation studies. The transportation study should evaluate existing transportation conditions and analyze the impacts of the traffic associated with the overall development. The recommendations of this study should include a TDM program to reduce trips as may be realistic for a suburban metro rail station without north-south rapid transit access. The results will be taken into consideration by the County in determining the timing of construction of improvements, initiation of TDM measures and/or contributions for off-site improvements. Additional roadway improvements in Fairfax County, Loudoun County or the Town of Herndon may be required based on the findings of the traffic study and interjurisdictional coordination. These improvements may be in addition to the transportation improvements currently cited in the adopted ~~County~~ County Transportation Plans for Loudoun County or Fairfax County.

If the development is phased, detailed studies of development proposed for each subsequent phase should be provided at specified intervals (for example with each Final Development Plan) and follow the methodology described above. In any event, assurances will be expected that the transportation facilities and services assumed to be operational in the study will in fact be provided as stated. The transportation monitoring and evaluation program will be conducted at specified intervals acceptable to the Fairfax County Department of Transportation. The monitoring and evaluation program will include an analysis of the success of the transportation demand management program. Items will include evaluation of trip reduction and mode split; and secondly, an assessment of the performance of site entrances and signalized intersections, as determined by the Fairfax County Department of Transportation in cooperation with Loudoun County and the Town of Herndon.

If it is determined by the County during interim review that adverse impacts have not or cannot be successfully mitigated, the amount of development may be reduced to a level that can be adequately supported by transportation infrastructure. The total level of development may be restored upon demonstrating that adequate infrastructure capacity is available. Should subsequent development be delayed or halted, the developer will be responsible for providing the necessary transportation improvements. If at the completion of the project, established trip reduction targets for development are not met, additional TDM program measures and funding will be necessary until trip reduction targets are achieved. Failing that, appropriate contributions to a fund for a specific ~~eventual~~ mitigation plan may be requested.

- D. **Town request:** provide more information somewhere in the Fairfax County comprehensive plan to show where and how off-site recreational facilities would be provided. Amend the plan text on **page 41** to read:

"The Upper Potomac Planning District is highly deficient in active recreation facilities, especially rectangle athletic fields. Little public parkland is available to support active recreation facility development. To offset the impacts of development on park and recreation service levels, land development projects should contribute land, facilities and/or funds to provide active recreation facilities, preferably on-site or near the development. Section [] of the comprehensive plan shows the location of land available for the off-site facilities."

COMPARISON OF LAND USE INTENSITY FOR DEVELOPMENT PROPOSALS
February 11, 2010
Prepared by the Herndon Department of Community Development

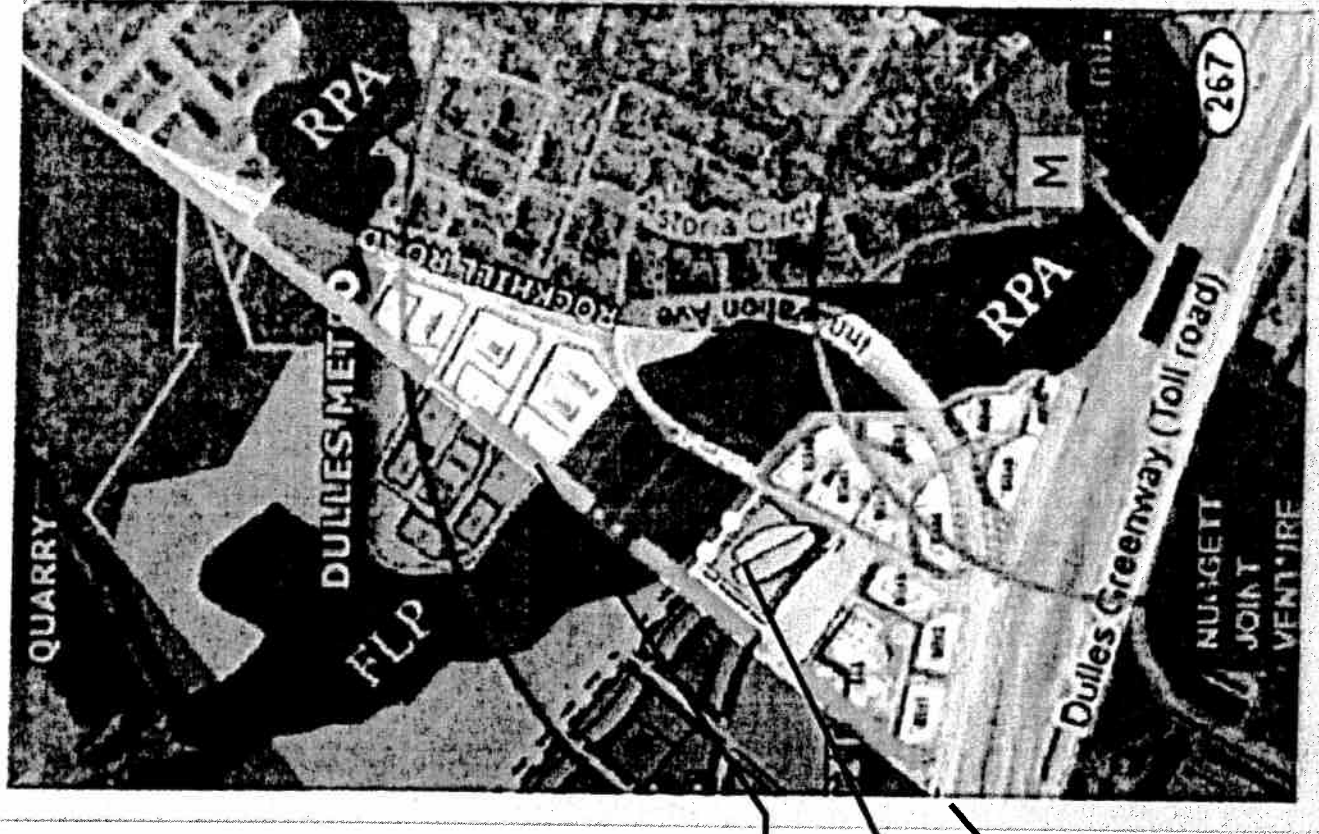
		08-III-7UP/ portion, Dulles World Center	08-III-11UP/ CIT	08-III-12UP/ Dulles Metro
Adopted (Fairfax County)	uses	Office, R&D, hotel with ground floor retail	Institutional uses, option for mixed uses	Office, R&D, hotel, community serving retail
	floor area ratio	0.5 (higher with conditions)	1.0	0.5 (higher with conditions)
Proposed by nominators	uses	option for office, retail	Mixed uses	Transit oriented development
	floor area ratio	Option for 2.0 with conditions	2.17	2.0
	floor area	2.7 million square feet office + retail, hotel, dwellings	2.4 million square feet	2.4 million square feet
Possible intensity per plan amendment recommended by FCDPZ staff	floor area ratio	1.6	1.6 (approx. half of development +-)	1.6
			2.8 (approx. half of development +-)	

Proposed Developments
(unshaded) would be
supported at a somewhat
reduced density by proposed
Fairfax County Plan text

Dulles Metro,
APR #08-III-12UP

Dulles World Center,
APR#08-III-7UP

CIT, APR#08-III-11UP



TOWN OF HERNDON, VIRGINIA

RESOLUTION

FEBRUARY 23, 2010

Resolution— Expression of Appreciation to the Dranesville District Area Plan Review Task Force.

WHEREAS, in response to nominations to amend the text of Area III of the Fairfax County Comprehensive Plan, the Dranesville District member of the Fairfax County Board of Supervisors appointed a task force to review three proposals for transit-oriented development near the Town of Herndon and north of the Route 28 Metro Rail Station (APR# 08-III-7UP, APR# 08-III-11UP and APR# 08-II-12UP); and

WHEREAS, the three nominations proposed high intensity development in close proximity to the planned Route 28 Metro Rail Station and the Fairfax County Comprehensive Plan stressed the importance of achieving coordinated development among these parcels and Loudoun County; and

WHEREAS, specific plan goals were to achieve appropriate land use transitions from the Town of Herndon to Loudoun County, to avoid piecemeal development and to provide a high quality living and working environment served by transit; and

WHEREAS, the Dranesville District Area Plan Review (APR) Task Force met extensively between February and December 2009 to review the nominations and to make an advisory recommendation to the Fairfax County Planning Commission; and

WHEREAS, in December 2009, the Task Force recommended an alternative to the APR nominations supportive of transit-oriented development, at a lesser development intensity than originally nominated; and

WHEREAS, the Task Force members responded respectfully and thoughtfully to concerns expressed by the Herndon Town Council and other Town representatives, as reflected in the Task Force's final report and its 'follow on' advisory recommendation to continue interjurisdictional collaboration among Fairfax and Loudoun Counties and the Town of Herndon to consider, among other things:

- Regional transportation improvements and investigation of transportation implementation, timing and funding strategies;
- Traffic calming solutions and signal coordination in the Town of Herndon;
- Regional trails planning effort to provide better connections from the Rt. 28/CIT Metro Rail Station to areas beyond the immediate station area, the adjacent residential areas, the Town of Herndon and Loudoun County;

- Staggered/distance pricing on Greenway; and
- Coordination and prioritization of all traffic adjustments (road expansion, extensions, traffic signal coordination, traffic calming devices, road additions, etc.) that will affect the projected “Level E and F” intersections within a two-mile radius north, east and west of these nominations; these should include prioritizing the timing and use of the funds allocated by the member jurisdictions and the developers of these nomination properties to phase identified enhancements to the identified needs.

NOW, THEREFORE, BE IT RESOLVED that the Town Council of the Town of Herndon, Virginia, hereby expresses appreciation to Chairman John Ulfelder and members of the Dranesville APR Task Force for their efforts and sincere reflection on the concerns of the Town of Herndon and for including specific mention of the Town of Herndon in their advisory recommendation.

BE IT FURTHER RESOLVED that the Town Council of the Town of Herndon, Virginia, hereby recognizes the extent of commitment and dedication provided by Task Force members to conclude the review of the comprehensive plan amendment nominations with fairness to all parties affected by the possible development.

BE IT FURTHER RESOLVED that the Town Council of the Town of Herndon, Virginia, hereby expresses appreciation to Herndon residents ~ Carl Sivertsen, Kevin East, David Swan, Mary Boatman, Melissa Jonas and Lisa Merkel ~ for the dedicated service they so willingly provided the Town of Herndon and its citizens.